

## Message Text

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ACTION EA-12

INFO OCT-01 ISO-00 PM-05 NSC-05 SP-02 SS-15 CIAE-00  
INR-10 NSAE-00 DODE-00 L-03 PA-01 A-01 SIG-03  
MMO-01 EB-08 TRSE-00 OMB-01 AGRE-00 ACDA-12 DOE-11  
SOE-02 DLOS-09 OES-07 HA-05 /114 W  
-----080902 022133Z /73

R 012139Z MAR 78  
FM AMEMBASSY WELLINGTON  
TO SECSTATE WASHDC 5052  
INFO USIA WASHDC

C O N F I D E N T I A L SECTION 01 OF 03 WELLINGTON 01035

EO 11652: XGDS-3  
TAGS: ADMT, PEPR, EGEN, EAID, NZ, WS, TN, US  
SUBJECT: US GOALS AND OBJECTIVES: NEW ZEALAND, WESTERN  
- SAMOA, TONGA

REF: (A) 77 STATE 291277, (B) USIA 3750 CIRCULAR

1. SUMMARY. IN RESPONSE TO REF A, THE MISSION IS SUBMITTING AN OVERVIEW STATEMENT IDENTIFYING KEY ISSUES FACING THE US IN NEW ZEALAND AND THE SOUTH PACIFIC ISLANDS OVER THE NEXT TWO YEARS AND OUR GENERAL APPROACH TO THEM. WE ARE ALSO SUBMITTING A REDRAFTED SET OF MISSION GOALS AND OBJECTIVES AND REQUEST THEIR EARLY APPROVAL BY THE DEPARTMENT TO ENABLE USIS TO MEET A MARCH 10 DEADLINE ESTABLISHED BY REF B. END SUMMARY.

2. WHEN THE CURRENT SET OF GOALS/OBJECTIVES FOR THIS MISSION WAS DRAFTED LAST AUGUST, WE WERE UNAWARE THAT THEY WOULD EVENTUALLY FORM THE BASIS FOR A ZBB SYSTEM. BECAUSE THERE WAS GENERAL RECOGNITION BY ALL MEMBERS OF THE MISSION THAT THE CURRENT GOALS/OBJECTIVES ARE INADEQUATE FOR ZBB PURPOSES AND BECAUSE REF B SPECIFICALLY REQUIRES USIS WELLINGTON TO PREPARE A COUNTRY PLAN PROPOSAL (CPP)  
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WHICH INCLUDES A ZBB SUBMISSION BASED IN PART ON THE MISSION GOALS/OBJECTIVES, WE HAVE UNDERTAKEN A FULL COUNTRY TEAM REVIEW TO REDRAFT THE GOALS AND OBJECTIVES AS WELL AS TO PROVIDE THE OVERVIEW STATEMENT REQUESTED IN REF A. SINCE THE FIRST STEP IN THE CPP PROCESS MUST BE COMPLETED BY MARCH 10, WE WOULD APPRECIATE AN EXPEDITIOUS REPLY FROM THE DEPARTMENT INDICATING APPROVAL OF THE

REDRAFTED GOALS/OBJECTIVES.

3. OVERVIEW STATEMENT.

- A. US POLICIES TOWARD NEW ZEALAND ARE DESIGNED ESSENTIALLY TO CONSERVE AND TO UTILIZE THE LONG-STANDING, HIGH LEVEL OF COOPERATION AND SUPPORT WHICH WE RECEIVE FROM NEW ZEALAND TO ACHIEVE THE GOALS AND OBJECTIVES SET OUT BELOW.

- FROM THE PRESENT GOVERNMENT OF NEW ZEALAND, WE ARE RECEIVING AS MUCH SUPPORT IN THE ACHIEVEMENT OF OUR GOALS/OBJECTIVES AS WE COULD REASONABLY EXPECT. THERE ARE DIFFERENCES OVER DETAILS RELATED TO SPECIFIC OBJECTIVES, BUT THE DIFFERENCES ARE NOT FUNDAMENTAL. THE PROBLEM FOR US, RATHER, IS TO MOBILIZE LATENT SUPPORT AND TO KEEP IT MOVING TOWARD OUR GOALS AND OBJECTIVES.

- THE PRINCIPAL MEANS AVAILABLE TO THE MISSION ARE:  
(A) CONTINUOUS, CLOSE CONSULTATION WITH THE GNZ ON SUBJECTS OF MUTUAL CONCERN, (B) PROVIDING WASHINGTON AGENCIES AN UNDERSTANDING OF NZ PERSPECTIVES ON THESE ISSUES, (C) FACILITATION OF THE VARIOUS ACTIVITIES (POLITICAL, MILITARY, ECONOMIC, SCIENTIFIC, CULTURAL, AND SOCIAL) WHICH CONSTITUTE THE TANGIBLE FABRIC OF THE RELATIONSHIP, AND (D) INCREASING COMMUNICATION LINKS WITH  
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THE OPPOSITION, INDIVIDUAL OPINION LEADERS, AND INFLUENTIAL ORGANIZATIONS.

- WITH REGARD TO THE SOUTH PACIFIC REGION, THE MISSION HAS FULL RESPONSIBILITY FOR RELATIONS WITH WESTERN SAMOA AND FOR ALL BUT CONSULAR RELATIONS WITH TONGA. IN ADDITION, THE MISSION SHARES WITH OTHER US MISSIONS IN THE SOUTH PACIFIC RESPONSIBILITIES RELATING TO REGIONAL AFFAIRS. THIS IS PARTICULARLY TRUE BECAUSE OF NEW ZEALAND'S LEADERSHIP IN THE REGION. OUR POLICY IS BASICALLY TO ENCOURAGE, ASSIST, AND SUPPLEMENT THE CONSTRUCTIVE EFFORTS OF THE GNZ IN THE SOUTH PACIFIC IN ORDER TO MAINTAIN STABILITY IN AN AREA WHICH IS UNDERGOING RAPID CHANGE.

- B. KEY ISSUES. NEW ZEALAND FACES A GENERAL ELECTION IN NOVEMBER 1978. WHICHEVER PARTY IS VICTORIOUS, THE ISSUES OF CONTINUING IMPORTANCE IN OUR BILATERAL RELATIONSHIP OVER THE NEXT TWO YEARS ARE LIKELY TO BE:

- 1) ECONOMIC/SECURITY LINKAGE: HARMONIZING OUR EXPRESSED CONCERN FOR THE ECONOMIC HEALTH OF NEW ZEALAND WITH OUR DESIRE TO HAVE NEW ZEALAND PLAY A RESPONSIVE AND

RESPONSIBLE ROLE IN WORLD AND REGIONAL SECURITY MATTERS,  
ESPECIALLY BALANCING THIS WITH THE NEEDS OF US AGRICULTURAL  
PRODUCERS FOR MARKET PROTECTION;

- 2) SOUTH PACIFIC: FINDING WAYS TO ASSIST IN THE  
STRENGTHENING OF THE ECONOMIES OF THE SOUTH PACIFIC  
ISLANDS AND NEW ZEALAND TO ENABLE THEM TO MAINTAIN THE  
DEGREE OF  
POLITICAL STABILITY AND SECURITY WHICH THE US REQUIRES IN  
THE REGION.
- A LABOUR PARTY VICTORY IN 1978 WOULD PROBABLY CREATE

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SEVERAL ADDITIONAL KEY ISSUES THROUGH 1980. AMONG THEM  
WOULD BE:

- 3) THE FUTURE WORTH OF AN ANZUS ALLIANCE WITH A  
LESS-THAN-ACTIVE NEW ZEALAND AS A PARTNER (A LABOUR GOVERN-  
MENT WOULD MOST LIKELY IMMEDIATELY RENEW THE BAN ON US  
NPW'S AND BEGIN A REASSESSMENT OF ITS PARTICIPATION IN  
ANZUS);
- 4) THE EFFECT ON US GLOBAL POLICY OF A RESURRECTED  
SOUTH PACIFIC NUCLEAR WEAPONS FREE ZONE AS AN ACTIVE  
FOREIGN POLICY INITIATIVE OF THE GNZ;
- 5) RENEWAL OF THE GNZ'S LEFTWARD DRIFT TOWARD NON-  
ALIGNMENT AND AN ULTIMATE REJECTION OF ANY SPECIAL  
POLITICAL/SECURITY RELATIONSHIP WITH THE US;

- 6) INCREASED RESTRICTIONS ON THE USE OF NEW ZEALAND MILITARY FACILITIES BY THE US MILITARY;
- 7) A TENDENCY TOWARD GREATER NATIONALISM IN ECONOMIC POLICY MATTERS;

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- 8) A LESS COOPERATIVE ATTITUDE BY THE GNZ IN INTERNATIONAL FORA.
- C. DEVELOPMENTS WHICH MIGHT AFFECT ACCOMPLISHMENT OF GOALS/OBJECTIVES. AGRICULTURAL PROTECTIONISM BY ITS TRADITIONAL TRADING PARTNERS AND ITS OWN INABILITY TO ADJUST TO THE FOUR-FOLD INCREASE IN OIL PRICES ARE THE TWIN CAUSES OF NEW ZEALAND'S ECONOMIC MALAISE. DESPITE THE APPARENT POWERLESSNESS OF THE USG TO DO MUCH ABOUT EITHER PROBLEM IN THE NEAR TERM, IT NOW APPEARS THAT THE PRESENT VERY FRIENDLY NATIONAL PARTY GOVERNMENT IN WELLINGTON WILL RIDE OUT THE STORM RECEIVING ANOTHER THREE-YEAR MANDATE IN THE 1978 GENERAL ELECTION. IF THIS OCCURS, WE CAN EXPECT CONTINUED COOPERATION OVER THE NEXT THREE YEARS IN THE ACHIEVEMENT OF THE GOALS AND OBJECTIVES WHICH WE HAVE ESTABLISHED. IF THE LABOUR PARTY COMES TO POWER IN 1978, THE GOALS SHOULD REMAIN THE SAME, BUT OUR ABILITY TO ATTAIN THEM WILL BE GREATLY DIMINISHED. FURTHERMORE, OUR COURSES OF ACTION WILL HAVE TO BE SIGNIFICANTLY REVISED TO INCLUDE NUMEROUS INTERVENING OBJECTIVES, E.G.:
  - I. PERSUADING A LABOUR GOVERNMENT THAT IT CONTINUES TO HAVE A STRATEGIC INTEREST IN ANZUS AND THAT ITS TRUE INTERESTS LIE IN FACILITATING THE VISITS OF NPW'S;
  - II. PERSUADING THE GNZ THAT IT HAS A STAKE IN MAINTAINING THE STRENGTH OF THE WESTERN ALLIANCE IN INTERNATIONAL FORA.

#### 4. MISSION GOALS AND OBJECTIVES.

- I. PRESERVATION AND UTILIZATION OF THE CLOSE NEW ZEALAND-US POLITICAL RELATIONSHIP.

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- A. MAINTAIN GNZ SUPPORT FOR US EFFORTS TO MUTUALLY LIMIT US AND SOVIET MILITARY PRESENCE IN THE INDIAN OCEAN AND FOR THE PHASE-DOWN OF US GROUND FORCES IN SOUTH KOREA;

- B. ENCOURAGE BROAD-BASED NZ SUPPORT FOR OTHER US DISARMAMENT AND NUCLEAR NONPROLIFERATION INITIATIVES;
- C. OBTAIN GNZ SUPPORT FOR US POSITIONS ON THE LAW OF THE SEA;
- D. ENCOURAGE THE GNZ TO SERVE AS A BRIDGE BETWEEN CLAIMANT AND NON-CLAIMANT STATES IN THE CONCLUSION OF ANTARCTIC LIVING AND NON-LIVING RESOURCES CONVENTIONS WHICH ARE COMPATIBLE WITH US INTERESTS;
- E. OBTAIN FULL GNZ SUPPORT FOR FINDING A SATISFACTORY BASIS FOR US PARTICIPATION IN THE SPRFA.
- II. MAINTENANCE OF ACTIVE PARTICIPATION AND SUPPORT BY NEW ZEALAND FOR ANZUS SECURITY ARRANGEMENTS.
- A. MAINTAIN THE CREDIBILITY OF OUR ANZUS COMMITMENT TO NEW ZEALAND THROUGH MILITARY COOPERATION AND SECURITY ASSISTANCE;
- B. COOPERATE WITH NEW ZEALAND IN STRENGTHENING THE SECURITY OF SOUTH PACIFIC REGION;
- C. MAINTAIN ACCESS TO NEW ZEALAND PORTS FOR US NPW'S;
- D. MAINTAIN ACCESS TO NEW ZEALAND FOR DEFENSE-RELATED FACILITIES;

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R 012139Z MAR 78  
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- E. CONTINUE EXISTING INTELLIGENCE EXCHANGE PROGRAMS AND PROMOTE A GREATER FLOW OF NZ INTELLIGENCE TO THE US. .

- III. FURTHER STRENGTHENING OF THE US-NZ ECONOMIC RELATIONSHIP.

- A. MINIMIZE ADVERSE EFFECT ON BILATERAL RELATIONS OF US POLICIES ON AGRICULTURAL PRODUCTS.

- B. RESPOND POSITIVELY WHERE POSSIBLE TO NEW ZEALAND EFFORTS TO DEVELOP AND STRENGTHEN ITS ECONOMY.

- C. ENCOURAGE NEW ZEALAND TO COOPERATE CLOSELY WITH THE US IN MULTILATERAL ECONOMIC MATTERS.

- IV. CONTINUED DEVELOPMENT OF RELATIONSHIPS WITH THE SOUTH PACIFIC ISLANDS WHICH HELP TO PRESERVE THE POLITICAL STABILITY OF THE REGION AND TO ADVANCE THEM ECONOMICALLY AND SOCIALLY.

- A. DEVELOP AND MAINTAIN ECONOMIC ASSISTANCE PROGRAMS FOR WESTERN SAMOA AND TONGA THAT MEET BOTH OUR AND THEIR NEEDS.

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- B. CONTRIBUTE TO THE COLLECTIVE EFFORTS OF THE SOUTH PACIFIC ISLANDS TO DEAL ON A REGIONAL BASIS WITH PROBLEMS SUCH AS ECONOMIC DEVELOPMENT, TRANSPORTATION, FISHERIES MANAGEMENT AND CONSERVATION, AND SECURITY. .

- V. MAINTENANCE OF A HIGH LEVEL OF SCIENTIFIC COOPERATION WITH THE GNZ.

- A. MAINTAIN US ACCESS TO SCIENTIFIC FACILITIES IN NEW ZEALAND AND CONTINUE THE HIGH LEVEL OF COOPERATION IN THE SCIENTIFIC FIELDS, ESPECIALLY REGARDING ANTARCTICA.

- VI. ENCOURAGEMENT AND SUPPORT FOR A GREATER UNDERSTANDING AND APPRECIATION OF THE AMERICAN PEOPLE, THEIR HERITAGE, CULTURE, CONTEMPORARY LIFE AND VALUES, AND THEIR CONTRIBUTIONS TO THE ARTS AND SCHOLARSHIP.

5. IN ACCORDANCE WITH THE INSTRUCTIONS IN 77 STATE 202267, THE ABOVE STATEMENT OF GOALS AND OBJECTIVES ASSUMES THAT GENERAL GOALS SUCH AS THE DEVELOPMENT OF TRADE AND THE PROMOTION OF HUMAN RIGHTS ARE PART OF OUR BASIC MISSION AND NEED NOT BE STATED HERE. SELDEN

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## Message Attributes

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**Review Markings:**  
Sheryl P. Walter  
Declassified/Released  
US Department of State  
EO Systematic Review  
20 Mar 2014  
**Markings:** Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014